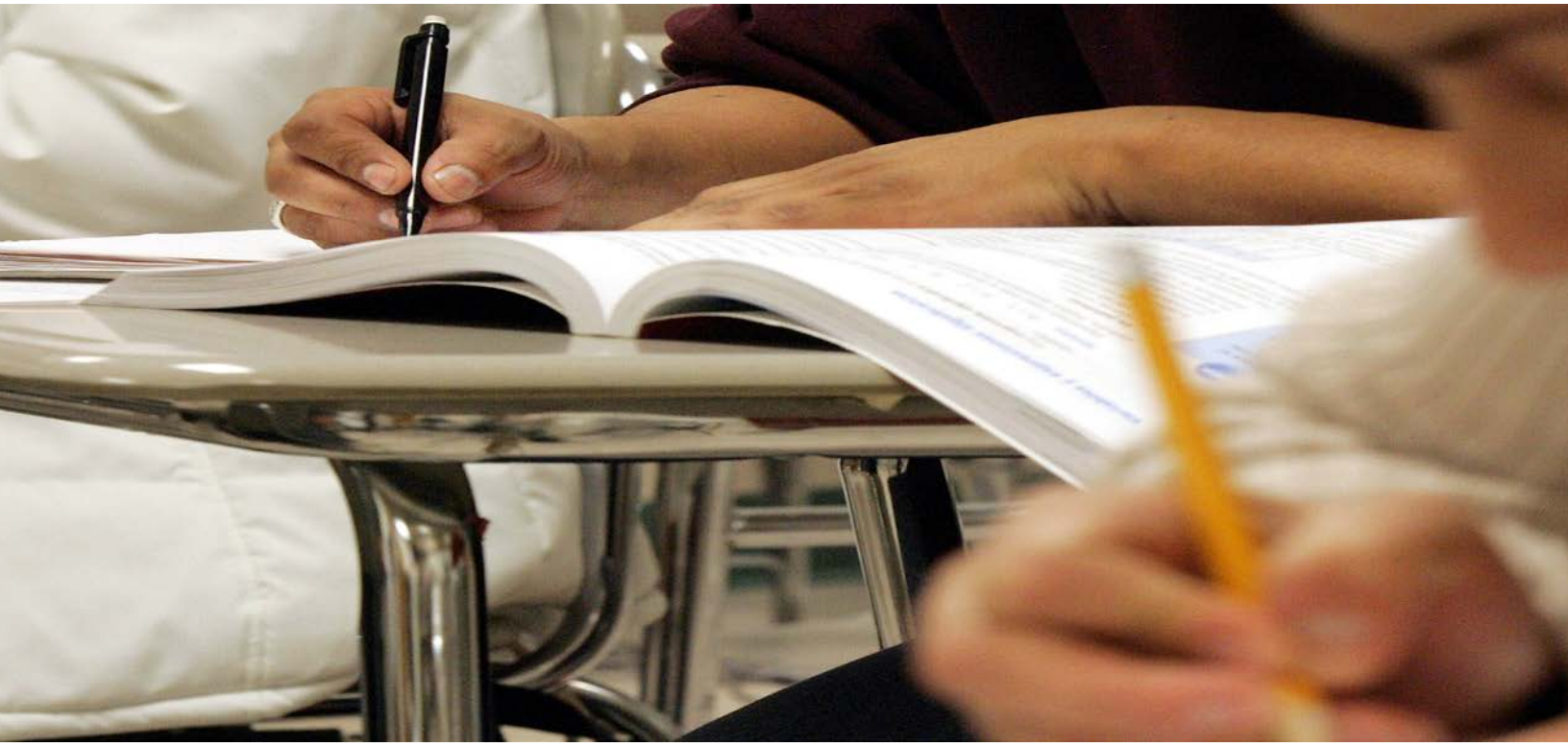

RESEARCH REPORT

Transition from Jail to Community (TJC) Initiative

Implementation Success and Challenges in Franklin County, Massachusetts

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June 2016

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Glossary

AA—Alcoholics Anonymous

DBT—Dialectical Behavioral Therapy

FCHOC—Franklin County Jail and House of Correction

FCRN—Franklin County Resource Network

ICE—Immigration and Customs Enforcement

iCIM—Integrated Case Management Information System

JMS—Jail Management System

LS/CMI—Level of Service/Case Management Inventory

LS/RNR—Level of Service/Risk Needs Responsivity

MSTC—Minimum Security Treatment Center

NA—Narcotics Anonymous

NIC—National Institute of Corrections

OSHA—Occupational Safety and Health Administration

SCA—Second Chance Act

T4C—Thinking for a Change

TJC—Transition from Jail to Community

Urban—Urban Institute

Introduction

Nearly 12 million individuals enter the nation's approximately 3,100 jails each year (Minton and Golinelli 2014). With 60 percent of the jail population turning over each week, roughly the same number return to their respective communities. Many will recidivate (Roman et al. 2006; Uchida et al. 2009). This is not surprising given the many challenges faced by jail inmates: high rates of substance abuse and dependence (Karberg and James 2005), mental health issues (James and Glaze 2006), poor physical health (Maruschak 2006), low levels of educational attainment (Wolf Harlow 2003), and a high incidence of homelessness (Greenberg and Rosenheck 2008).

To assist local jurisdictions in facilitating successful reintegration from jail, the National Institute of Corrections (NIC) partnered with the Urban Institute (Urban) in 2007 to launch the Transition from Jail to Community (TJC) Initiative. The purpose of the TJC Initiative is to address the specific reentry challenges associated with transition from jail. During Phase 1 of the initiative, the NIC/Urban national TJC team, which also included Alternative Solutions Associates Inc., Corrections Partners Inc., and John Jay College of Criminal Justice, developed a comprehensive model to transform the jail transition process and ultimately enhance both the success of individuals returning to the community from jail and public safety in communities throughout the United States. More comprehensive than a discrete program, the TJC model is directed at long-term systems change and emphasizes a collaborative, community-based approach.

After designing the model, the national TJC team provided technical assistance (TA) to facilitate model implementation in six learning sites: Davidson County, TN; Denver, CO; Douglas County, KS; Kent County, MI; La Crosse County, WI; and Orange County, CA. A process and systems change evaluation in the six Phase 1 sites found that TJC model implementation was associated with significant, positive systems change (Buck Willison et al. 2012). Six additional Phase 2 learning sites, including Franklin County, joined the TJC Initiative in the fall of 2012, as well as two California jurisdictions receiving TJC technical assistance to assist them with managing the policy changes associated with Public Safety Realignment in that state.

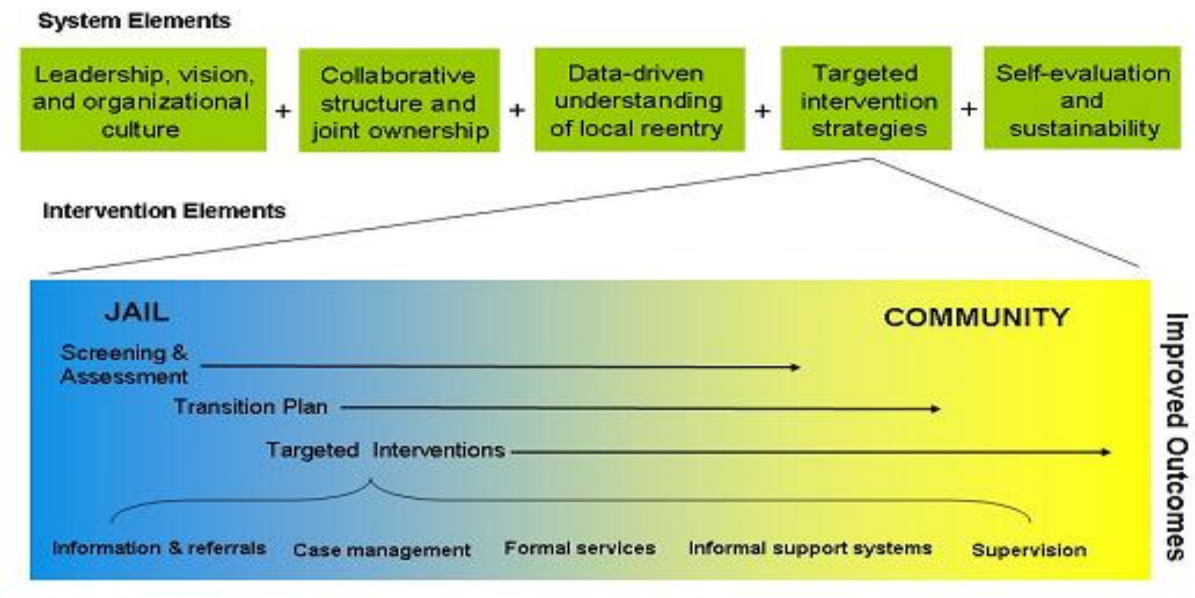
The TJC Model and Technical Assistance Approach

The TJC model was designed to help jurisdictions achieve two goals: (1) improve public safety by reducing the threat of harm to persons and property by individuals released from local jails to their home communities; and (2) increase successful reintegration outcomes—from employment retention and sobriety to reduced homelessness and improved health and family connectedness—for these individuals. Further, the model is

intended to be sufficiently adaptable that it can be implemented in any of the 2,860 jail jurisdictions in the United States (Stephan and Walsh 2011), despite difference in population size, resources, and priorities. The TJC model, depicted in Figure 1, contains both system level elements, at which strategic and systems change work occurs, and an intervention level, at which work with individual clients occurs.

FIGURE 1

TJC Model



TJC is a systems change initiative, rather than a discrete program. It represents an integrated approach spanning organizational boundaries to deliver needed information, services, and case management to people released from jail. Boundary-spanning collaborative partnerships are necessary because transition from jail to the community is neither the sole responsibility of the jail nor of the community. Accordingly, effective transition strategies rely on collaboration among jail- and community-based partners and joint ownership of the problems associated with jail transition and their solutions. The NIC/Urban team was committed to the TJC model and implementation approach being consistent with evidence-based practice regarding effective reentry, inclusive of both the types of interventions that needed to be available (e.g., cognitive-behavioral programming) and the structure of the overall intervention continuum (e.g., basing it on risk and need factors determined through application of valid risk/needs assessment instruments). The five elements of the TJC model are:

- *Leadership, Vision, and Organizational Culture*. The development of an effective jail transition strategy requires the active involvement of key decision-makers to set expectations, to identify important issues, to articulate a clear vision of success, and to engage staff and other stakeholders in the effort.

- *Collaborative Structure and Joint Ownership*. The jail and its community partners must hold joint responsibility for successful transition. A structure for the TJC work should facilitate collaboration and allow for meaningful joint planning and decision-making.

- *Data-Driven Understanding of Local Reentry*. In a data-driven approach to reentry, collection of objective, empirical data and regular analysis of those data inform and drive decision-making and policy formation.

- *Targeted Intervention Strategies*. Targeted intervention strategies comprise the basic building blocks for effective jail transition. Targeting of program interventions should be based on information about an individual's risk of reoffending and criminogenic needs, information that is gathered through screening and assessment. Intervention delivery should also be guided and coordinated through case planning.

- *Self-Evaluation and Sustainability*. Self-evaluation involves the use of data to guide operations, monitor progress, and inform decision-making about changes or improvements that may need to be made to the initiative. Sustainability involves the use of strategies and mechanisms to ensure that the progress of the initiative is sustained over time despite changes in leadership, policy, funding, and staffing.

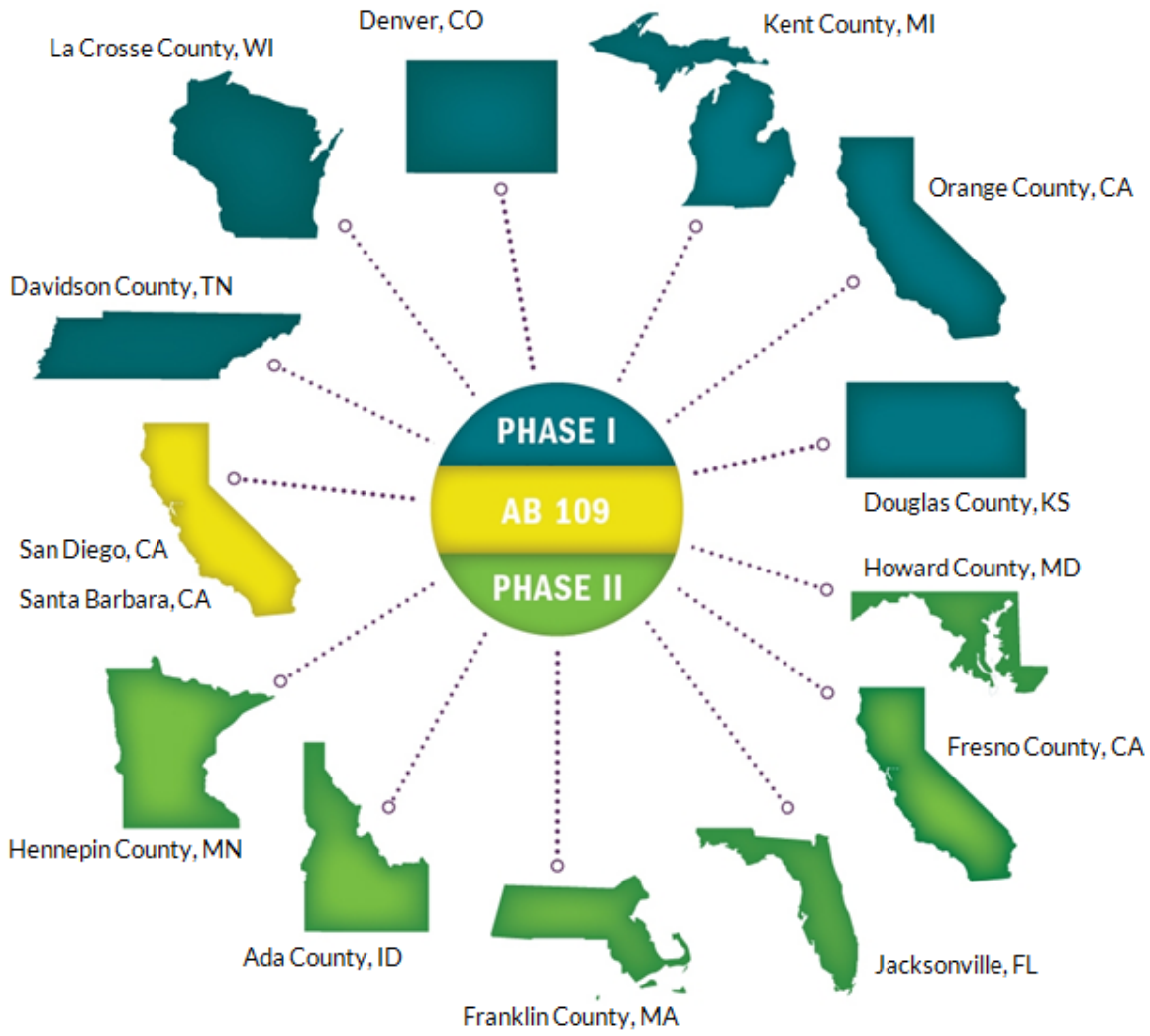
In order to test whether the model was in fact adaptable to different local contexts and to understand the shape model implementation could take in jurisdictions with different priorities and capacities, the NIC/Urban TJC national team provided 14 TJC learning sites with multiyear technical assistance around model implementation (Figure 2). Phase 2 TJC learning sites, including Franklin County, received intensive technical assistance to support model implementation over the course of two and half years, starting in September 2012 and concluding in June 2015. The TJC TA included an analysis of gaps in reentry practice relative to the TJC model, a facilitated strategic planning process, and training in areas such as delivery of evidence-based programming, performance measurement, and sustainability planning.

This report details the TJC implementation experience in Franklin County, Massachusetts. It discusses the development of the TJC strategy there, the policy and practice changes associated with its implementation, and the factors that facilitated or impeded successful TJC model implementation. TJC technical assistance to

the sites was structured around the five model elements. Given the interrelated nature of the elements, this report discusses implementation of some of the model elements in single chapters. Chapter 2, for example, discusses the structural, strategic, and collaborative aspects of TJC implementation encompassed in the model's Leadership, Vision, and Organizational Culture components and Collaborative Structure and Joint Ownership elements. Chapter 3 covers the Targeted Intervention Strategies component of the model, including practices employed to bring about behavior change at the client level. Chapter 4 discusses the implementation of the Self-Evaluation and Sustainability component of the model, building the foundation for maintaining and expanding the TJC work. As TJC is designed to be a data-driven approach, work relative to the Data-Driven Understanding of Reentry model element is interwoven with all the other model elements, and is therefore integrated into each report chapter.

FIGURE 2

TJC Learning Sites



Phase 1 TA Period, Denver and Douglas County: September 2008 through February 2012
Phase 1 TA Period, remaining sites: September 2009 through February 2012
Phase 2 TA Period: September 2012 through June 2015
AB 109 (Realignment) TA Period: December 2012 through June 2015

Data Sources

This report draws on multiple sources of information collected in support of the implementation and systems change evaluation work undertaken by the Urban Institute:

- Documentation of TJC TA provision, including call notes and on-site observation of reentry operations.
- Data collected for the core TJC performance measures as well as any other data analysis conducted to inform TJC strategy development and implementation.
- Review of locally developed reentry materials such as procedural guidelines, program documents, and policy manuals.
- Two waves of Franklin County TJC stakeholder survey data. This brief online survey measured stakeholder perceptions of system functioning specific to collaboration, resource and information-sharing, interagency cooperation and trust, organizational culture, and the quality and availability of services available to individuals who transition from jail to the community. It was designed to detect and measure system-level change.
    - Wave 1, conducted in spring 2013 with 31 respondents representing agencies throughout the Franklin County criminal justice system and community. In total, 39 stakeholders from 19 agencies were invited to participate in the survey, resulting in a 79 percent response rate.
    - Wave 2, conducted in fall 2014 with 22 stakeholders representing 13 agencies throughout the Franklin County criminal justice system and community. In total, 31 stakeholders were invited to participate in the survey, resulting in a 71 percent response rate.
    - At both survey waves, roughly equal shares of criminal justice (48 and 50 percent at Waves 1 and 2) and community (52 and 50 percent at Waves 1and 2) representatives responded to the survey, indicating a well-balanced sample.
- Semi-structured interviews with Franklin County stakeholders (e.g., the TJC coordinator, jail and facility administrator(s) and/or sheriff, members of the site's reentry council, jail staff, and staff from key partner agencies) to capture the site's implementation experiences and document the progress of TJC implementation, the development and evolution of the site's local reentry strategies including the range of activities pursued, and critical lessons learned. Discussion topics included the individual's involvement in the initiative, reflections on the pace and progress of implementation, impressions about core elements of the model, anticipated challenges, and technical assistance needs. Two rounds of stakeholder phone interviewers were conducted, the first in later summer 2013 and the second in early fall 2014, with roughly six criminal justice and community stakeholders selected from among the site's TJC core team.

Taken together, the information generated by the data sources and evaluation activities paint a rich portrait of Franklin County's implementation experiences, strategies, challenges, and progress.

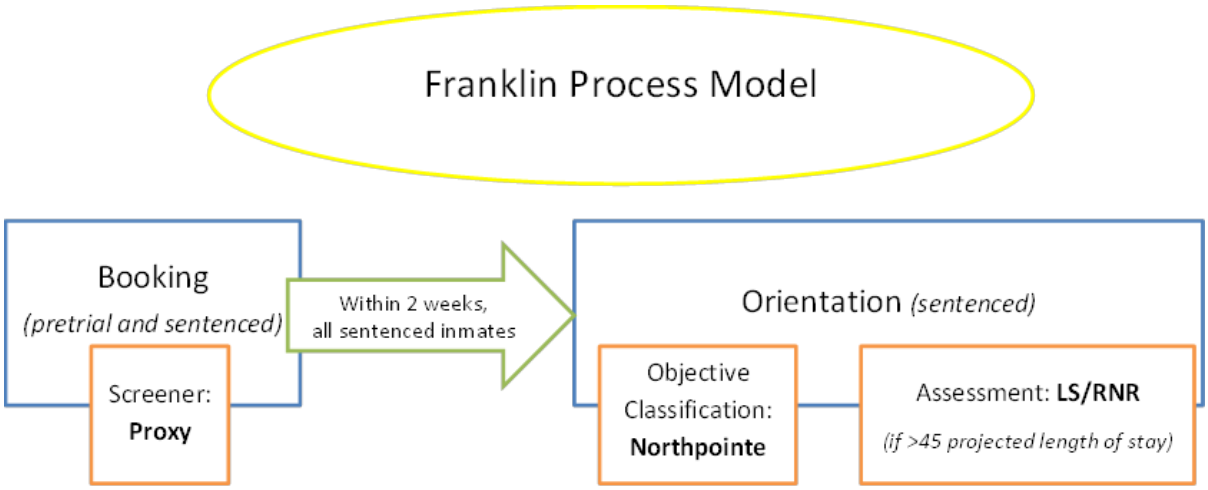
Franklin County Jail Transition at Baseline

Franklin County, MA is located in the rural western corner of Massachusetts and is the only federally designated rural county in the state. As of 2015, Franklin County had a population of approximately 73,000. The Franklin County Sheriff's Office (FCSO) is the county's primary law enforcement entity, responsible for both patrol duties and the jail. The Franklin County House of Correction (FCHOC—the jail) comprises a 290 bed facility,[33] consisting of four housing pods (A–D) and 43 community transitions beds: 28-beds in the FCHOC's Minimum Security Treatment Center (MSTC), which is separate from the main jail, and a 15-bed reentry facility known as Kimball House. The FCHOC serves an average of 366[33] male inmates[33] annually including Immigration and Customs Enforcement (ICE), US Marshal cases, and Vermont Department of Corrections cases. In 2011, the FCHOC jail had an average daily population of 129 and a population breakdown of 70 percent pretrial and 30 percent sentenced individuals. Figure 3 provides a snapshot of the FCHOC population in early 2012. The vast majority of FCHOC inmates return to the community; roughly two-thirds return to just three communities: Greenfield, Montague, and Orange.

An economically depressed area, the county faces not only a lack of jobs and limited resources but high rates of opiate abuse. This reality is reflected in the jail population. As mentioned in the Franklin County 2012 TJC application, the FCHOC medical department estimates that a full 85 percent of newly processed inmates (pretrial and sentenced) are under the influence of, in recovery from, or in withdrawal from alcohol and drugs. This combination of factors makes successful reentry challenging.

FIGURE 3

Franklin County Sheriff's Office/Franklin County House of Correction Case Flow



Proxy	Objective classification level	Eligibility guideline
Low (0, 1, 2)	6, 7, 8	MIN after Orientation & CORE, KIMBALL for last 30 percent of Projected Length of Stay (LOS)
Medium (3, 4)	6, 7, 8	MIN after Orientation & CORE, KIMBALL for last 30 percent of Projected LOS
High (5, 6)	6, 7, 8	MED 60 days, MIN for 70 percent of remaining Projected Length of Stay, KIMBALL for last 30 percent of Projected LOS
Low (0, 1, 2)	3, 4, 5	MED 60 days, MIN for 70 percent of remaining Projected Length of Stay, KIMBALL for last 30 percent of Projected LOS
Medium (3, 4)	3, 4, 5	MED 60 days, MIN for 70 percent of remaining Projected Length of Stay, KIMBALL for last 30 percent of Projected LOS
High (5, 6)	3, 4, 5	MED 90 days, MIN for 70 percent of remaining Projected Length of Stay, KIMBALL for last 30 percent of Projected LOS
Low (0, 1, 2)	1, 2	MED 180 days, MIN for 70 percent of remaining Projected Length of Stay, KIMBALL for last 30 percent of Projected LOS
Medium (3, 4)	1, 2	MED 180 days, MIN for 70 percent of remaining Projected Length of Stay, KIMBALL for last 30 percent of Projected LOS
High (5, 6)	1, 2	MED 180 days, MIN for 70 percent of remaining Projected Length of Stay, KIMBALL for last 30 percent of Projected LOS

Preimplementation Strengths

Several critical elements necessary for successful systems change were in place in Franklin County (Franklin) prior to the launch of TJC. These elements consisted of (1) supportive and invested leadership; (2) a dedicated

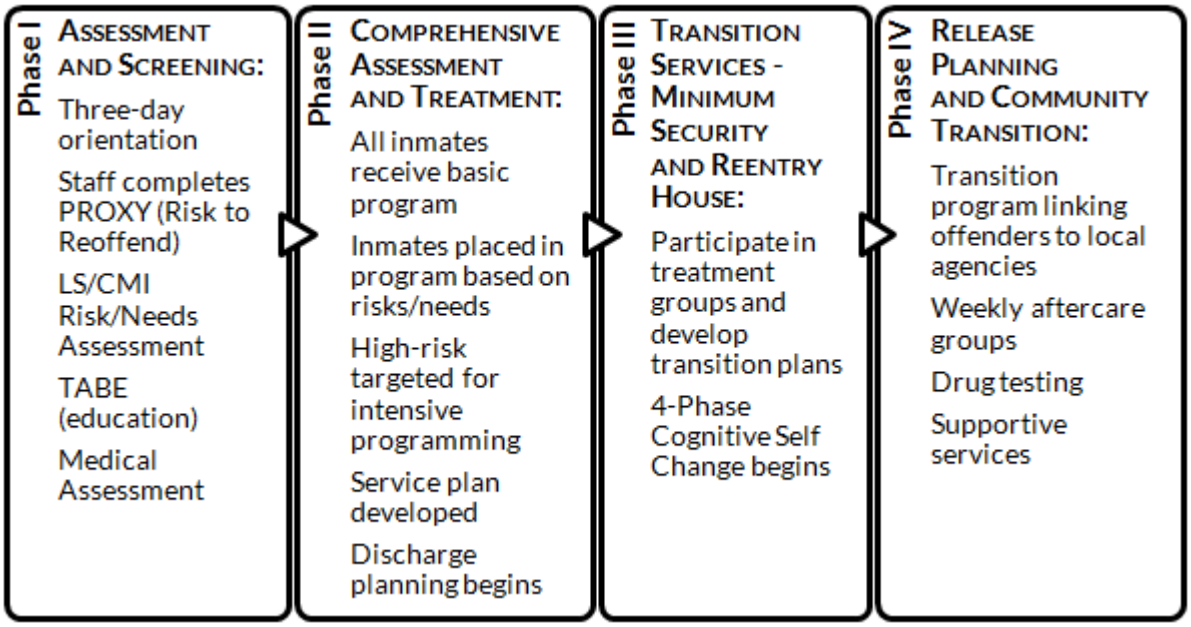
network of community providers; (3) a healthy history of collaboration; and (4) a limited but established set of evidence-based reentry practices.

First and foremost, there was strong buy-in and support for comprehensive jail reentry from both Franklin County's criminal justice and community leaders. Franklin County Sheriff Christopher J. Donelan, who began his first term in January 2011, had identified reentry as a key priority and had taken several steps early in his tenure toward creating a coordinated jail transition approach. A critical first step was to convene the Sheriff's Executive Council, a working group of key criminal justice and community stakeholders,[33] in summer 2012 focused on advancing the issue of jail reentry through quarterly meetings. In addition, Franklin County stakeholders, including the FCSO, the courts, probation, and selected service providers, were already collaborating successfully on a number of fronts. For example, the Sheriff coordinated with the county's drug court (established in 1999 under the Reinventing Justice Initiative) to engage those clients in need of a jail-based intervention, giving them access to the facility's reentry services, and to transition those individuals back to the community under the supervision of the court. In turn, prior to the TJC initiative, the FCSO and probation held monthly reentry meetings to discuss individuals ready for release and assigned to a period of community supervision after incarceration. Lastly, Franklin County had a dynamic network of service providers organized under the umbrella of the Franklin County Resource Network (FCRN)—"a diverse service-oriented group, representing over 60 social and human service agencies, striving to enhance the quality of life for the community"[33]—ready to engage more formally on the issue of reentry.

In addition to the leadership and collaboration elements listed above, Franklin County also had devised a basic reentry framework prior to TJC that incorporated several research-based practices. Figure 4 illustrates the FCSO's approach to jail reentry at the start of the TJC TA period (Franklin County TJC application 2012, 11).

FIGURE 4

Franklin County Transition Reentry Initiative



Prior to joining the TJC initiative, the FCSO screened individuals in the jail for risk to reoffend using the three question Proxy Triage Risk Screener ("Proxy") and assessed selected inmates with the Level of Service/Case Management Inventory (LS/CMI), but LS/CMI results did not drive inmates' entrance into programming, and the assessment was not consistently administered. Individuals incarcerated in the jail largely self-selected into programming.

Franklin's in-jail programming consisted of some evidence-based programs including *Living in Balance,* a cognitive behavioral intervention, and *New Directions* substance abuse treatment curriculum, as well as job skills training and counseling services; mental health programming was limited to one staff member dedicated to crisis intervention. Programming, however, was not coordinated between the main jail and the Kimball House transitional facility, and clients could also move to MSTC or Kimball House without having completed in-jail programming. Limited case management services typically targeted those with substance abuse and mental health treatment needs, but case management information did not always transfer between units. Lastly, the FCSO did not regularly engage inmates in their transition planning nor did it have a universal case plan. In short, there was little to no transition planning prior to the TJC initiative.

BOX 1

Pretrial Population and Services

According to figures produced in June 2012, pretrial individuals comprised approximately 33 percent (N=72) of the FCHOC population. Average length of stay for the pretrial population was 10 days, compared to 104 days for the sentenced population. Sixty-five percent of pretrial individuals were released by court order citing time served or release on recognizance. When the TJC TA period began, FCHOC services for the pretrial population consisted of a three-day orientation and the opportunity to participate in a jail work program; other programming was limited for this subset of the FCHOC population.

Like many of the nation's jail systems, the FCSO collected basic demographic and charge data on individuals under its care and custody and had limited capacity for analysis and reporting beyond basic population counts and movement reports. The FCHOC's Jail Management System (JMS) captured housing and classification information and questionnaire data collected during the initial screening process. FCSO IT staff, a four-person unit led by Assistant Deputy Superintendent Fred Bliss, used the JMS to produce various reports, generally on an ad hoc basis. In August 2012, the FCSO transitioned to a relatively sophisticated and comprehensive case management system called the iCIM. The iCIM system records individual-level risk/needs assessment data, program participation, chronological case notes, and release and reentry assessments; the system also linked to the FCSO's JMS, providing the potential for system-level analyses. The FCSO did not access, collect, or routinely share data with the courts, probation, or other community-based partners prior to TJC.

Franklin County's TJC Objectives

Franklin County pursued TJC technical assistance in order to advance three goals:

1. Identify a model to guide local reentry efforts.
2. Improve the FCSO's reentry system, by developing a better understanding of inmates' criminogenic risks and needs and then addressing those needs through appropriate targeted interventions.
3. Increase the involvement of community-based service partners in the reentry process.

Related to goals 2 and 3, Franklin also stressed the importance of addressing gaps in key areas such as employment, affordable and accessible housing, and improving substance abuse and recovery resources—an area of particularly high need among individuals in the FCHOC. The Franklin TJC team also recognized the utility of tracking individuals in the FCHOC from jail booking, to assessment, through to engagement and

completion of in-jail programming and services and return to the community, and set this (along with increased capacity for data collection and analysis) as a priority shortly after joining the TJC initiative.

The remainder of this report explores and examines Franklin County's efforts to achieve these objectives as a TJC learning site.

TJC Structure, Leadership, and Collaboration

Development of an effective jail transition strategy requires the active involvement of policymakers from both the jail and the community to articulate a clear vision of success, set expectations, identify important issues, and engage staff and other stakeholders in the effort. This leadership is necessary to align the cultures of partnering organizations for the common purpose of facilitating successful transition into the community. Leadership must be engaged at multiple levels. Collaborative structures are needed to make strategic decisions about jail transition priorities and resource allocation and to create continuity of care and approach between agencies and across the point of release.

A TJC collaborative structure must achieve four things:

- Inspire, increase, and maintain support for jail transition from a broad array of community partners.
- Identify, prioritize, and build consensus around actions needed to improve the jail transition system.
- Ensure that these actions are taken.
- Monitor the transition process and practice to ensure accountability and improve the approach as needed.

As noted earlier, Franklin County began the TJC initiative with several strengths: invested leadership, a strong network of community providers, and a history of successful collaboration. Through the technical assistance period, Franklin was able to build on these strengths by effectively engaging executive leaders, assembling a strong core team to lead the initiative, cultivating culture change within the jail and community, and forging new connections among criminal justice agencies and community providers to create a highly functional collaborative structure across the county.

Leadership

The Franklin County Sheriff's Office served as the initiative's lead agency and provided critical leadership to the TJC initiative. Sheriff Donelan articulated a clear commitment both to reentry in general and to implementing a specific jail transition strategy that featured foundational evidence-based practices and services that begin in the jail and continue in the community. Internally, Sheriff Donelan reinforced that vision

and set direction through weekly meetings with FCSO department heads; externally, he engaged the county's key leaders through the Executive Council. Ostensibly, both tactics were instrumental to advancing and sustaining the momentum for the county's reentry work. In turn, the FCHOC's former (Candice Angier) and current (Ed Hayes) Assistant Superintendents of Treatment and Programs provided critical "hands-on" leadership. Assistant Superintendent Hayes, who took over as the initiative's TJC coordinator in September 2013, led the core team's efforts to expand treatment and cultivate critical analytic capabilities; under his leadership, the FCHOC developed a well-rounded reentry treatment team consisting of master's-level clinicians and case managers from the county's behavioral health provider, ServiceNet, and a comprehensive transition case planning process. Several other administrative staff within the FCSO and FCHOC played key roles in supporting the TJC initiative and reentry model.

Franklin County's TJC effort benefitted from the ongoing commitment of key leaders and solid leadership from both the jail and the community. As discussed earlier, the Sheriff's Executive Council meets regularly to discuss TJC and other reentry priorities and is knowledgeable about TJC's objectives and components. Sheriff Donelan remained a critical champion of the project throughout the TJC TA period and continues to work with local community leaders on reentry efforts. At the first wave of the TJC stakeholder survey, 83 percent of respondents in Franklin County either agreed or strongly agreed that leadership in their agency was aware and supportive of the issues surrounding jail reentry. In turn, stakeholders interviewed as part of the TJC implementation evaluation consistently cited Sheriff Donelan's election as a key catalyst for change in Franklin County; likewise, stakeholders considered Sheriff Donelan's goals to be well aligned with those of the TJC initiative.

Organizational Culture

Broadly speaking, organizational culture refers to, "the set of shared, taken-for-granted implicit assumptions that a group holds and that determines how it perceives, thinks about, and reacts to its various environments" (Schein 1996); it can also be described as "the values, assumptions, and beliefs people hold that drive the way the institution functions and the way people think and behave" (Byrne and Taxman 2005). Culture is often an unspoken driver of behavior.

Although jail and community leaders strongly supported jail reentry, the FCSO's correctional and program staff resisted the concept and the changes a coordinated jail transition approach would require. As one respondent noted, Franklin had a clear cultural divide between security and treatment within the jail before TJC. Stakeholders described security and some program staff as initially resistant to changing the treatment

model and including high-risk individuals in programming and lower-security units. Over the course of the TJC TA period, the Franklin core TJC team and national team worked to secure buy-in among FCHOC correctional and program staff and to bridge the divide between security and treatment efforts through multiple staff trainings and education. Creating a clear conceptual design for the initiative and its specific reentry program components, as well as explaining how the initiative applied to all staff were critical factors for cultivating buy-in across staff.

Throughout this process, however, the jail experienced substantial turnover, leading to a tumultuous period of transition before achieving a state of staff stability and support for reentry. As one key stakeholder reflected, "*We had to change over staff, it was good to do but very difficult. [We] had to bring on new blood that was interested and motivated*." Under TJC, the FCSO and the TJC national team trained correctional officers on reentry principles and engaged these staff directly in the reentry process; for example, the D Pod unit manager (a Sargent), along with correctional case workers and program staff were trained on the Thinking for a Change (T4C) curriculum and now serve as class facilitators. Likewise, Franklin leaders worked to align the FCSO's medical and clinical (behavioral health) teams together on a structural level; doing so allowed the FCSO both to streamline and to expand services to the FCHOC's co-occurring population. Each of these efforts served to move Franklin County closer to its goal of creating a holistic reentry culture.

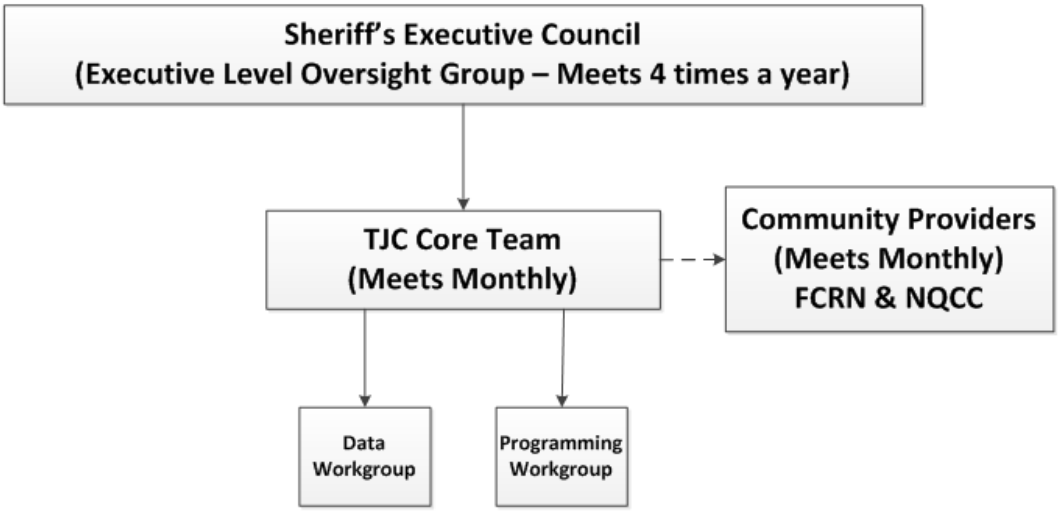
TJC Collaborative Structure and Joint Ownership

Consistent with the TJC model, Franklin County engaged policy-level executive leaders, agency and operations management, and direct service staff in its jail transition work. Figure 5 depicts Franklin's TJC collaborative structure.

As Figure 5 illustrates, the aforementioned Sheriff's Executive Council—comprised of the Sheriff, chief judge, local police chiefs, probation chiefs, District Attorney, president of the defense bar, executive director of the Chamber of Commerce, and president of Greenfield Community College—provided policy-level leadership and oversight to the TJC initiative. At the outset of the TJC TA period, the Executive Council met quarterly then shifted to semi-annual meetings, as much of the "hands on" work occurred in the group's smaller subcommittees. The Sheriff's Executive Council provided support for the Winslow House transitional housing facility and also the county's planning efforts for the Second Chance Act Co-Occurring Disorder grant application.

FIGURE 5

Franklin County TJC Collaborative Structure



Development, oversight, and implementation of the Franklin County's TJC work occurred primarily through the county's TJC core team. Led by the FCHOC's Assistant Superintendent of Treatment and Programs, Franklin County assembled a highly functional and effective core team consisting of representatives from the FCHOC, community-based service providers, Probation, and the courts. Engaged and active throughout the course of the project, this group oversaw all aspects of the TJC implementation, from selecting and implementing a new assessment tool, to establishing a well-rounded continuum of evidence-based interventions and a coordinated case handoff centered around a universal case plan that guides and facilitates services pre- and postrelease, to engaging new partners and conducting education and outreach to key constituencies. To accomplish these and other objectives, the TJC core team established two working groups: the Programs and Data Committees. The Programs Committee was particularly instrumental in increasing collaboration between the FCHOC and service providers by conducting outreach and education on the TJC initiative and its work to other service providers, particularly those in the county's more rural and remote areas. As the TJC TA period neared its conclusion, the Franklin TJC core team was in the process of developing a third subcommittee to focus on community outreach and engagement.

To guide the initiative's work, the Franklin core team developed a Mission and Vision statement in Year 1 that included four main goals, each of which was accompanied by supporting objectives and reflected TJC's key principles:

1. Increase public safety by reducing the recidivism rate by 10 percent within two years;
2. Enhance opportunities for ex-offenders to engage in the life of the community by breaking down stigmas and stereotypes;

3. Construct and maintain clear and consistent communication between and among agencies in order to provide comprehensive services to individuals they all serve; and
4. Establish a continuous quality improvement process.

After the statement was finalized, the core team presented it to the Sheriff's Executive Council for review and adoption. See appendix A for a copy of Franklin County's TJC Mission and Vision Statement.

Franklin's core team met biweekly with the TJC technical assistance team for the first several months of the initiative before transitioning to a monthly meeting schedule; locally, the core team held internal working meetings more frequently and expanded the team's membership over time to include line-level counselors and case management staff. The Franklin TJC core team also worked proactively to engage several critical constituencies through presentations to local partners such as the Franklin County Resource Network, North Quabbin Community Coalition, and the State Legislative Breakfast.

Stakeholders also credit TJC and its collaborative structure with improving partner relationships in tangible ways. Examples include:

- **Improved communication between the FCHOC and Probation, leading to changes in policies and practices.** The FCSO and the probation department worked collaboratively to develop reentry plans for inmates and institute other changes that further aligned the agencies' policies and practices. As Chief Probation Officer Steve Wheeler remarked, the level of collaboration that TJC encouraged between the two agencies was new for Franklin-- specifically, "s*taff in the jail have come out to the district court to start to know the line field officers. We have opened lines of communication for exchanging paperwork. We have made a commitment to get case management as soon as an individual gets into the facility [to determine] what their needs are. It's helpful both ways. They are doing the same for us when people come out*." Another stakeholder cited improved communication between the agencies as the greatest benefit of the TJC process and how this improved communication led to critical operational changes and joint problem-solving. As this stakeholder observed, "*offenders are starting to see that there is more than one person and one agency that's available*." In turn, during the TJC period, Probation made compliance with the FCHOCs aftercare requirements a condition for clients with split-sentences (i.e., individuals sentenced to supervision following a period of incarceration in the FCHOC). This step not only reinforced the importance of reentry services but also served to illustrate the cooperative relationship of these two critical criminal justice partners to the agencies' staff and the individuals under their care and supervision.
- **Enhanced operations between the FCHOC, Probation, and Greenfield Housing Authority**. Together, these agencies transformed the culture and operations of the Winslow House Facility. Prior to these

efforts, the facility was viewed by many as a troubled spot and associated with a high volume of calls for service from local law enforcement. Under the partnership, the Housing Authority allocated a specified number of rooms for tenants transitioning from the House of Corrections, after which the Sheriff's Office began to provide security for Winslow. Through this collaboration and the efforts of the Programs Committee, the Winslow House expanded onsite services, implemented monthly community meals, brought in service providers, and successfully enlisted its tenants in changing the environment and culture at the facility. According to data maintained by the Housing Authority, these changes are associated with a drop in both calls for service and resident turnover at the facility. The transformation of the Winslow House has been an important success for the initiative, particularly the Programs Committee, and is a strong example of the strength of collaboration in Franklin County.

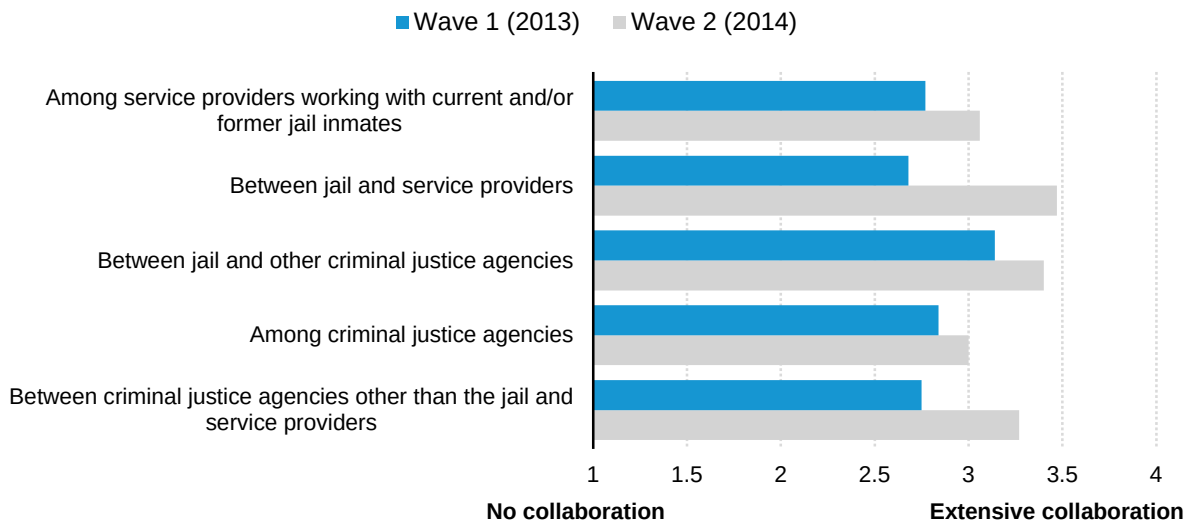
- **New partnerships.** Another critical example of collaboration in Franklin County is the FCHOC's co-occurring treatment program. In 2013, the jail and ServiceNet, a community-based provider, partnered on a Bureau of Justice Assistance Second Chance Act (SCA) Co-Occurring Disorders grant. Receipt of this grant enabled the FCHOC to implement coordinated treatment and case management through ServiceNet that begins in the jail and continues in the community after individuals leave the FCHOC. Obtaining the SCA grant not only expanded the service continuum for individuals in the FCHOC but also helped the FCHOC forge strong connections with the community; internally, Franklin's co-occurring program also helped improve collaboration within the FCHOC by aligning the jail's medical and clinical teams on a structural level.

One stakeholder summarized the overall impact of the TJC initiative on collaboration as follows: "*Now, there are open channels and trust ... [this] allows for collaboration. It's a changed perception of openness at the FCHOC [the Franklin County House of Corrections]*."

Lastly, data from the stakeholder survey (Figure 6) also points to solid, functional collaboration in Franklin County. At both survey administrations, stakeholders rated collaboration among a combination of groups—service providers, the jail, and other criminal justice agencies besides the jail—using a four-point scale, in which 1 signified "no collaboration" and 4 signified "extensive collaboration." Scores were then averaged to calculate a measure of intensity: the higher the average score, the more extensive the degree of perceived collaboration. At both administrations, stakeholders rated collaboration above the mid-point (2.50) for all groupings, indicating favorable perceptions of collaboration. At Wave 1, respondents scored collaboration between the jail and other criminal agencies highest at 3.14 while collaboration between the jail and service providers received the lowest score (2.68). By Wave 2, stakeholders rated collaboration highest among the jail and service providers (3.47), followed by collaboration among the jail and other criminal justice partners. Notably, collaboration scores improved over time for all five combinations.

FIGURE 6

Collaboration among Key Groups in Franklin County



Source: Franklin County TJC stakeholder survey, 2013–14.

Franklin County survey respondents also answered questions about the frequency (i.e., never, rarely, occasionally, or frequently) with which their respective agency or organization engaged in activities that required collaboration, such as sharing resources and information with other agencies, colocating staff, and partnering with other agencies to leverage resources. The timeframe was the six months prior to the survey. Analyses suggest ample evidence of functional collaboration among Franklin County stakeholders at both points in time:

- *Resource-sharing*: At Wave 1, 87 percent of stakeholders reported some degree of resource-sharing in the six months prior to the survey; 40 percent reported that their agency frequently shared materials or resources with other agencies. At Wave 2, 100 percent of respondents reported some level of resource-sharing with 73 percent indicating it was a frequent practice.

- *Staffing*: At Wave 1, 89 percent of respondents reported having colocated or shared staff in the six months prior to the survey and 26 percent indicated this was a frequent practice. At Wave 2, just 80 percent reported colocating or sharing staff but the portion of respondents that reported frequently sharing staff increased to 55 percent from just a quarter of respondents at Wave 1.

- *Leveraging resources*: 93 percent of respondents partnered with other agencies to write grants or share the cost of a new resource to build capacity at Wave 1, with 41 percent doing so frequently; 97 percent also reported partnering with other agencies in Franklin County to provide training. At Wave

2, a slightly smaller share (90 percent) of respondents reported partnering with other agencies to leverage resources, but the percentage doing so frequently increased to nearly half (47 percent) of all respondents.

These figures suggest TJC participation enhanced already substantial collaboration among criminal justice and community-based providers in Franklin County.

Targeted Intervention Strategies

Targeted intervention strategies are the basic building blocks of jail transition. Improving transition at the individual level involves introducing specific interventions at critical points along the jail-to-community continuum. Interventions at these key points can improve reintegration and reduce reoffending, thereby increasing public safety. Screening and assessment, transition planning, and program interventions are key elements of this strategy.

The TJC model employs a triage approach to prioritize interventions based on where resources are most needed or most likely to be successful for a rapidly cycling jail population with deep and varied needs. The TJC triage approach is consistent with the research literature that higher-risk individuals should receive higher levels of intervention (Lowenkamp et al. 2006), that interventions intended to reduce recidivism must target criminogenic needs, targets for change that drive criminal behavior (Bonta and Andrews 2007), and that individuals at low risk to reoffend should be subject to minimal intervention, if any (Lowenkamp and Latessa 2004).

Here, we discuss the changes Franklin County undertook to create a coordinated system of targeted interventions.

Screening, Assessment, and the TJC Target Population

Central to the TJC model's triage approach is the implementation of a two-stage process to (1) determine which inmates are at the greatest risk to reoffend and (2) identify the needs that must be addressed to reduce recidivism. The FCHOC had just started to screen its inmates for risk to reoffend using a brief risk screener and was assessing some inmates with the Level of Service Case Management Inventory (LS/CMI) at the outset of the TJC TA period. Consistent with its TJC goal to develop a better understanding of inmates' criminogenic risks and needs, Franklin County stakeholders focused on refining and solidifying the FCHOC's screening and assessment procedures as an early first task.

In September 2012, Franklin stakeholders began data collection to norm the three-question Proxy Triage Risk Screener to the FCHOC population. The Proxy scores individuals on a scale from 2 to 8 points, sorting them into high-, medium- and low-risk categories based on the individuals' current age, age at first arrest, and number of prior arrests (Bogue et al. 2005). Initial analyses indicated that just 17 percent of the FCHOC population scored as low-risk to reoffend when screened with the Proxy, suggesting that the majority of

individuals in the FCHOC qualified for in-depth assessment of criminogenic risks/needs. In September 2013, stakeholders selected the Level of Service/Risk Needs Responsivity (LS/RNR) assessment tool, and FCHOC case managers began using the tool in October 2013 to assess inmates sentenced to 60 days or more in the jail, independent of Proxy score.[33] Although the Proxy does not drive assessment determinations, the LS/RNR does inform program placement and transition planning for the TJC population. All staff had been trained by an external expert on the LS/RNR to ensure implementation fidelity. Franklin County stakeholders defined the TJC population—those inmates who would receive the "full package" of available transition interventions—as individuals assessed as medium- to high-risk to reoffend on the LS/RNR and who were sentenced to 60 days or more in the FCHOC; there were no prohibitions on specific offenses.

Prerelease Interventions

Through TJC and with funding under the Second Chance Act, Franklin County also revamped in-jail programming and implemented a step-down model with different treatment options based on security level. Pretrial inmates, for example, attend clinical groups and participate in other services in the community as well as receive assistance with job placement. Among sentenced inmates, those in Medium security receive trauma-informed intensive treatment, along with a focus on cognitive behavioral interventions and vocational training and job readiness. In 2013, Franklin's TJC stakeholders established "D Pod," a treatment pod for individuals sentenced to 60 days or more and who have been assessed as medium-to high-risk for reoffending. D Pod programming consists of several cognitive-based curriculums including *Thinking for a Change* (T4C), *Dialectical Behavioral Therapy* (DBT) and *Seeking Safety*, a trauma-focused intervention, as well as mindfulness programming, anger management, *Nurturing Fathers* parenting classes, GED preparation, substance abuse treatment, sex offender treatment, and reentry/transition planning and case management. Inmates progress from D Pod, to the MSTC, to the Kimball House transitional facility where they continue treatment, specifically *T4C* (the module on problem-solving), *Seeking Safety*, and other interventions.

BOX 2

FCHOC Case Flow and Treatment Options

When individuals are booked into the FCHOC, they first go to an orientation/ accountability pod. The goal is for every individual in this pod to be interviewed by a case worker and receive an initial intake within the first 48 to 72 hours, which helps identify mental health, substance abuse, and housing needs. Individuals are also shown a Prison Rape Elimination Act (PREA) video and meet with a reentry planner, who provides them with a reentry checklist covering topics such as employment, housing, education, parole, probation, food stamps and other public assistance benefits, and health services. Individuals in this pod also fill out release paperwork for ServiceNet, one of Franklin's primary community providers, and other agencies. Women are then moved to the Western Massachusetts Regional Women's Correctional Center. Men remain in the unit for a minimum of 48 hours, during which a TB test is conducted. They are then moved to the general population in A Pod; in A Pod, ServiceNet conducts an intake, and a correctional case workers conduct an LS/RNR assessment that informs each individual's Inmate Service Plan (ISP). Individuals are moved to the treatment unit in D Pod once their ISPs have been generated and detox issues have been addressed.

Once inmates are placed in D Pod, they participate in an orientation, receive a reentry plan, and are provided with employment, housing, and other information from a peer leadership board. Each day in D Pod begins with mindfulness and morning meetings. The mindfulness sessions are half an hour in length and are designed to help individuals become more present and flexible. These sessions are offered to both FCHOC residents (inmates) and staff, and are connected to other programming in the unit so that they remain relevant to residents' other activities. Every morning, the pod also conducts "pushups" and "awarenesses," which are used to recognize people who are doing well and give those who make mistakes a chance to take ownership or apologize for their actions. The pod also includes a "phase up" process, which requires inmates to make presentations about what brought them to the jail and the damage it may have caused as well as present on pro-social activities. Further treatment within the pod is based on individuals' status, length of stay, and level of need.

Through a partnership with Greenfield Community College, individuals in D Pod are also able to participate in college courses. Stages of Change and Motivational interviewing are used to assess the residents' willingness to change and readiness for programming; the Pod also employs chain analysis and thinking reports as part of its disciplinary system. Every 60 days, case managers meet with residents and review their progress. After a resident completes the Phase Up process, participates in programming, maintains a successful record in D Pod, and meets with a classification board, he is permitted to move to minimum security (Minimum). Some individuals who are not successful in D Pod are moved back to the accountability pod (Pod A).

In Minimum, residents transition to participating in work, such as grounds maintenance and auto-detailing. Even community service crews have a vocational focus; for example, one community-based

instructor teaches skills, tools, and terminologies that individuals might use on upcoming jobs. The jail continues to offer programs in minimum security, such as *DBT*, while bringing in community providers to hold Alcoholics Anonymous (AA) and Narcotics Anonymous (NA) meetings. Inmates also have the opportunity to participate in a three-week long job readiness class, in which they participate in mock interviews, register for social security benefits, receive Occupational Safety and Health Administration (OSHA) certification, and learn how to put together resumes, attend work fairs, and respond to questions about their criminal history.

Once individuals are classified as "prerelease," they are moved to the Kimball House and are eligible for work release. Kimball House is set up in the style of a halfway house: inmates share bedrooms, have access to a kitchen and living room, and are allowed to wear street clothes and go into the community. From Kimball, individuals recently released from the FCHOC have access to a variety of programs in the community such as working with a community-based Career Center, participating in AA and NA meetings, and volunteering with local organizations and churches. During the final TJC TA visit, program staff described how an important focus in Kimball House is to make individuals feel welcome in the community and participate in sober activities (prosocial recreational opportunities), such as hikes or karaoke events. Staff also reported that individuals in Kimball House have been highly successful with securing full-time employment.

Case Handoff and Continuity of Care

As part of the TJC process, Franklin County has also implemented an intensive case management and handoff process for the TJC population. Case managers work with clients in the jail's treatment unit prior to release and in the community after release for up to a year. This arrangement promotes continuity of treatment and increases the likelihood that clients will remain engaged with services and supports in the community immediately after release, when such supports are often most critical. Community case managers from organizations like ServiceNet also start working with clients prior to release and provide ongoing support in the community. These case managers prepare individuals for their treatment outside the jail and address any issues that they may have, such as finding housing and employment or navigating probation requirements. Towards the end of the TJC period, Franklin also instituted a new discharge planning policy, through which individuals who are within six weeks of being discharged meet with a team that includes the reentry coordinator, medical director, and a case manager. The purpose of this meeting is to create goal plans with case managers and connect people to services after release, including addiction treatment, domestic violence treatment, doctors and dentists, and mental health treatment.

Key stakeholders in Franklin have described how TJC has been instrumental in transforming the House of Corrections' in-jail programming and connecting individuals to services in the community. As Ed Hayes, the TJC coordinator, described, "*at [the] most basic, broad level, introducing a risk-needs-responsivity model that's evidence-based has been [the] biggest change so far in our facility ... it's informed how we do everything else.*" Similarly, former TJC Coordinator Candace Angier noted that "*The culture change is that we used the grant and TJC…to move high-risk people into lower custody, which traditionally you don't like to do. But we have been doing it. We have been identifying high-risk people though an assessment and then plugging them into a program and moving them back into the community*." During the final site visit, the core team and program staff reflected on the progress made through TJC to date. They shared the fact that inmates are struggling in D Pod is a good sign, as it indicates that they are confronting issues and challenges for the first time, and that some individuals with severe behavioral histories have thrived in D Pod. Program staff also described how D Pod participants are supportive of programming and that individuals in C pod, which has few requirements and little structure, have actually been inquiring about how to transition to D Pod. These experiences suggest that the treatment unit has developed a positive reputation among inmates as well as staff.

"I was sitting in my office in the middle of winter, and I looked out the window and saw an inmate walking in short sleeves, carrying his things in a garbage bag, standing out on the curb, with no one there for him. That was the model at the time. Now we track inmates, we prepare inmates, we have a system for leaving the jail and going to the community, rather than something that might just happen by luck." – Sherriff Donelan

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Community-Based Interventions

Individuals leaving the jail receive services from a variety of providers in the community, including: Courts and Probation, mental health and medical providers, Housing Authorities and Recovery Homes, human service providers, the Recovery Community and Opioid Task Force, local businesses, the Greenfield Community College, and job readiness programs.

Self-Evaluation and Sustainability

Self-evaluation uses objective data to guide operations, monitor progress, and inform decisionmaking about changes or improvements that may need to be made to the initiative. Sustainability is the use of strategies and mechanisms to ensure that the gains or progress of the initiative continue regardless of changes in leadership, policy, funding, or staffing. Self-evaluation and sustainability are interlinked and reinforce one another. Here, we examine Franklin County's use of data to inform, monitor, and refine its jail reentry processes and guide decisionmaking. We also explore the steps taken to ensure the sustainability of its jail transition work. Remaining priorities for implementation are also discussed.

Self-Evaluation and Data-Driven Approaches

As discussed earlier in this report, Franklin County began the TJC initiative with relatively basic data and limited analytic capabilities. Yet, stakeholders made a significant investment in collecting the data necessary to monitor and measure its reentry processes and outcomes. Specific to TJC implementation, the Franklin TJC core team analyzed the needs profile of the jail population using LS/RNR data and conducted an early analysis to assess the alignment of Proxy and LS/RNR scores, then explored the reasons for divergence between the instruments and provided training to improve these processes.

During the TJC TA period, Franklin County also successfully completed baseline measures on its jail population in December 2012 and compiled and submitted core performance measures semi- annually starting in February 2013. Franklin has also been compiling performance data quarterly for the Second Chance Act grant and comparing these data to the TJC measures. In addition, the FCSO improved data-sharing with Probation and other key partners in Franklin County.

As the TJC TA period concluded, the Data Committee had initiated analyses to establish a baseline recidivism rate among jail inmates and was working to create a structure to track service data on individuals postrelease.

Analyses of stakeholder survey data suggest that Franklin County made solid progress around data-sharing and analyses. Franklin County survey respondents rated each of the following barriers to collaboration as slightly less problematic at Wave 2 than at Wave 1: regulations governing client information-sharing (2.13 down from a mean score of 2.35 at Wave 1); incompatible data systems (2.71 down from 3.00); technology limitations with computer or communication systems (2.18 down from 2.23); and a lack of relevant data (2.00 down from 2.25 at Wave 1). As reported previously, respondents rated 10 potential barriers to collaboration using a four point scale

in which 1 signified “not a problem” and 4 signified “a serious problem;” scores averaged to calculate an overall measure of intensity: the higher the score, the more problem.

Lastly, Franklin County held regular meetings to review programming and to ensure that curricula were delivered with fidelity and to incorporate program data and process indicators into that review process; in turn, the County has committed to continued staff training on all aspects of evidence-based practices.

Sustaining Jail Reentry in Franklin County

A central goal of the TJC initiative is to build jail-to-community transition efforts that endure. Sustainability involves the use of strategies and mechanisms to ensure that the gains or progress of the initiative are sustained over time despite changes in leadership, policy, funding, and staffing. There are a number of mechanisms to facilitate sustainability, such as formalizing new procedures in written policy, signing partnership agreements that specify partner roles and responsibilities, and leveraging financial support.

Franklin County had identified a number of steps to ensure that the gains made during the TJC TA period would endure. First and foremost, Franklin County stakeholders committed to advance its jail reentry work though the TJC core team and the Sheriff’s Executive Council: both groups would continue to meet according to their regular schedules. The core team had also identified a number of priority action steps. These steps included (1) clarifying and expanding the role of the Programs Committee to further engage the community, including employers and employment resources, and to reach untapped constituencies; (2) completing the Data Committee’s jail recidivism analysis; (3) establishing a regular schedule by which to compile and review performance data in order to monitor progress, inform reentry efforts, and share the “TJC story” with key constituencies; and (4) continued outreach and education. With respect to the latter, selected members of the core team presented on Franklin’s TJC initiative—its objectives, key accomplishments, and challenges—at a breakfast for Massachusetts’s legislatures; this meeting provided the opportunity to highlight the county’s jail transition work and to raise awareness regarding the reentry challenges faced by returning individuals and the communities that seek to assist them.

Conclusion

Franklin County joined the TJC initiative to (1) improve the FCSO's reentry system, by developing a better understanding of inmates' criminogenic risks and needs and then addressing those needs through appropriate targeted interventions and (2) increase the involvement of community-based service partners in the reentry process. As detailed in this report, Franklin County made substantial strides toward implementing a fully integrated jail-to-community transition system during the TJC TA period. Through the FCSO's partnership with ServiceNet and with funding from the Second Chance Act grant, Franklin County created a robust treatment program for inmates with co-occurring disorders; opened a new programming pod in the jail; and implemented targeted, evidence-based interventions such as the LS/RNR assessment tool, *Dialectical Behavior Therapy*, *Thinking for a Change*, and *Seeking Safety*; and, through a partnership between the Sheriff's Office and Greenfield Housing Authority, transformed the Winslow House into a safe, secure, and welcoming transitional housing facility with support services for individuals exiting the jail and returning to the community. Additionally, the FCHOC transformed its treatment culture and continuum, vastly expanding its programming options and creating a streamlined and trauma-informed treatment model. Lastly, through stakeholders' commitment to build data collection and analyses, including bringing new case management databases online, Franklin County had laid a solid foundation for data-driven decision-making and quality assurance. Franklin County's TJC efforts represent a true collaboration among key stakeholders, as evidenced by the jail's collaboration with ServiceNet and the Greenfield Housing Authority.

Although Franklin County realized several critical milestones, important work remains. To fully implement the TJC model and to ensure the gains made to-date are sustained, Franklin County should address the following:

- **Solidify and enhance quality assurance processes**. Prior to the conclusion of the TJC TA period, Franklin County established a quality assurance process to review treatment groups and program curricula on an ongoing basis, and stakeholders continue to work with the jail program staff, community-based providers, and other key system actors to ensure that services are delivered consistently and with fidelity. Franklin County should expand that process to include regular review of program and client data. Likewise, key procedures and processes around screening, assessment, eligibility and programming, case planning, and community handoff should be formalized in writing to ensure continued, proper implementation over time. A brief description of these key procedures would include basic details such as the purpose of the procedure/process, when and where it occurs, who it involves, how the information is used, and with whom information should be shared and how (by email, or in a case file, for example).

- **Continue to build and refine its continuum of evidence-based interventions**. Despite the significant progress Franklin County made in transforming its targeted intervention strategies, a few critical gaps in programming and case management remain, particularly with respect to (1) reconnecting returning clients with their families and (2) involving family members in the reentry process. Employment and housing services, likewise, remain high need areas for many returning individuals, and women remain an underserved subset of the incarcerated population. Franklin County is well-positioned to advance these issues thanks, in part, to dynamic leadership and a highly committed network of community-based providers. Franklin County should continue to cultivate and leverage these partnerships to expand its reentry continuum and service capacity to reach more individuals in need of reentry planning and services.

- **Implement a performance measurement strategy**. TJC provides a core framework for performance measurement and monitoring. We would strongly encourage Franklin County to continue to build its analytic and reporting capacity in order to make better use of the information at its disposal, primarily to enable data-driven decision-making and refine its reentry practices. Franklin County should regularly review and assess reentry performance and integrate this information into its quality assurance process in order to make adjustments over time as needed. More specifically, Franklin should examine treatment matching (i.e., how assessment results drive service provision and case planning) and community-based service engagement of the TJC target population involved in programming under TJC and the Second Chance Act. The County's iCIM data system already supports this type of analysis, and, as such, we recommend more frequent review of these data to identify the extent to which assessment data drives case planning and any gaps in the extant service continuum (i.e., prosocial recreational activities).

- **Improve the exchange of client-level information with and between outside partners beyond the TJC core team** in order to monitor transition processes and engage with key partners.

- **Continue to educate and engage jail and community partner staff at all levels, particularly line-level staff, in reentry efforts through cross-training.** Franklin County successfully employed this strategy throughout the period of TJC implementation in order to increase buy-in and cultivate a reentry culture. Continued outreach and training on key principles and practices will strengthen reentry efforts and outcomes, as well as create a critical community of practice.

Franklin County stakeholders recognize that systems change like that of the TJC initiative is an on-going endeavor that requires time, resources, and leadership. Many critical elements are in place to build on the substantial gains made and lessons learned during the TJC TA period. The recommendations outlined above

offer Franklin County stakeholders a map of actionable steps to further advance its jail transition efforts and enhance the likelihood of successful reentry for those individuals most in need of services. Franklin County should be commended for its efforts in advancing an evidence-based system for reentry. Although there is more work to be done, Franklin County has taken critical steps toward the development of each component of the TJC model.

Appendix A. Franklin County TJC Mission and Vision Statement

Franklin County TJC Core Team
DRAFT:
Mission, Goals and Objectives Document For Discussion, Editing, Comment
Updated March 4, 2015

VISION
Franklin County comprises safe, healthy communities that use resources wisely and promote the well-being of all their residents.

MISSION
The TJC Initiative connects participants transitioning from jail with supportive skills, resources, and relationships to promote positive community involvement. The TJC Initiative also maintains clearly defined relationships and transparent agreements among agencies, organizations and groups to provide appropriate services to individuals in transition.

GOAL 1: Increase public safety by reducing the recidivism rate by 10% within 2 years.

- Objective: Define the scope of recidivism and standardize data collection for this measure.
- Objective: 90% of the TJC target population complies with their Individual Service Plan (ISP) during their incarceration.
- Objective: Identify the number of participants that continue with their treatment plan voluntarily after release.
- Objective: Probation officers apply the TJC principles and best practices to their work with the TJC population.

GOAL 2: Enhance opportunities for formerly incarcerated persons to engage in the life of the community by breaking down stigmas and stereotypes.

- Objective: Develop a three-year publicity campaign for the Franklin County communities about the work of TJC in Franklin County.
- Objective: Establish a community engagement workgroup.
- Objective: Engage community groups in panel presentations, forums, and discussions about the TJC principles, inclusion, the foundations of community, justice, etc.
- Objective: Create a network of groups, organizations and employers known for and committed to offering a “second chance.”

- Objective: Hold an annual county-wide community event that features success stories.

GOAL 3: Construct and maintain clear and consistent communication between and among agencies in order to provide complementary and comprehensive services to individuals they all serve.

- Objective: Produce memoranda of understanding for the Franklin County House of Correction with organizations that offer substance abuse treatment, health services, mental health treatment, housing options, employment and career counseling, education, financial assistance, and other related services.
- Objective: Establish venues to share information, build relationships across sectors, and identify need.
- Objective: Respect the privacy and rights of individuals by instituting clear releases of information based on a "need to know."
- Objective: Design a protocol to appoint a "lead agency" to act as a liaison for a specified time period for each individual who uses multiple agencies.

GOAL 4: Establish a continuous quality improvement process (CIP).

- Objective: CIP regarding Data.
- Objective: CIP regarding evidence-based programming.
- Objective: CIP regarding privacy and confidentiality.

Notes

1. With the opening of the new 290 bed FCHOC jail facility in 2007, the FCSO repurposed the beds in the former jail to create the MSTC and Kimball House transition unit (Franklin County 2013).
2. By 2015, the FCHOC average daily population had increased to 250 (Franklin County cross-site TJC presentation, February 2015).
3. Female inmates serve their time at the Western Massachusetts Regional Women's Correctional Center.
4. a Judge, the President of the Chamber of Commerce, the President of the Defense Bar, the Police Chief, Chief Probation Officer, Greenfield Community College President, District Attorney, and the Executive Directors of the Greenfield Housing Authority, Franklin County Regional Council of Governments, and Franklin County Community Action—a regional service provider)
5. Community Action, the federally-designated agency to put economic justice into action in Franklin County, coordinates the Resource Network by facilitating monthly meetings and publishing a monthly newsletter, as described on its website. "Home," Community Action, accessed May 23, 2016, http://www.communityaction.us/agency-history.html.
6. Franklin County does not use the Proxy risk screener to triage the FCHOC population but rather relies on sentenced length of stay to identify inmates for risk/needs assessment, as initial analyses suggested most inmates sentenced to the jail screen as moderate to high risk to reoffend and, therefore, qualify for assessment.

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